

BALANCING COSTS AND SERVICES

A Five Year Service Level and Revenue Projection With Analysis

The Shopping Trip

You have just parked in the supermarket's parking lot and gone inside. As you stand at the beginning of the first aisle with your shopping cart, you see a variety of items for sale on the shelves. Some goods are necessities such as bread and milk. Others are luxuries such as smoked salmon or lobster. In selecting items and placing them in your shopping cart, you note the differences in quality, quantity, and price. As you are completing your trip to the supermarket, you arrive at the check-out counter. It is at this point that you have an opportunity to calculate the total cost of the individual selections that were made, and whether or not you have funds available to purchase them. Not wanting to come up short at the check-out counter, you have had to carefully select each item in accordance with your shopping list. Decisions and choices were made. You feel comfortable with the results.

Service Levels

Selecting levels of municipal services for the citizens of Salisbury is a lot like a trip to the supermarket. Decisions on service levels for various municipal services must be made in accordance with our "shopping list." For example, decisions regarding the selection of the City's Insurance Services Office (I.S.O.) fire rating must be made. There are significant differences in the level of fire service offered by a volunteer fire department and a class two I.S.O. rated fire department. Questions regarding the number of lane miles of roads to be resurfaced and the amount of police patrol must be decided. Priorities must be set in order to select not only the different kinds of services to be offered the citizens of Salisbury, but the varying levels of services offered. Both quality of service and cost must be considered.

In the following analysis, each service department has prepared cost estimates to provide three different levels of service. Included in this analysis is the purpose of the department, a graph of the three expenditures projections, and a description of the services provided, eliminated, or added.

The current service level represents the level of service that the department currently provides the public or other City departments. The reduced service level represents a level of service below that currently provided. It may include such items as reduced manpower, elimination of capital expenditures, reduced maintenance of equipment and facilities, or elimination of a current program. An enhanced service level represents a higher level of service than currently provided. This enhanced service level can include such items as additional personnel, additional capital expenditures, or new programs. Using FY98 as the base year, each level of service was evaluated and cost estimates developed for a five year period. These estimates detail personnel, operations, and capital outlay.

In reviewing each department's three service levels, City Council has the opportunity to determine the financial impact of selecting various levels of municipal services for our citizens. Some departments' reduced service levels represent productivity improvements, the shifting of personnel, and the elimination of personnel who are no longer required.

This listing of service levels is similar in many respects to our trip to the supermarket. North Carolina General Statutes require the City to provide certain services. Other services may be selected based on the desire of our citizens and their willingness to pay for a particular level of service.

Revenue Structure

The City's General Fund has five major sources of revenues: taxes, licenses and permits, intergovernmental revenue, charges for services, administrative revenue, and miscellaneous revenue. Taxes are composed of property, sales, and dog taxes. Licenses and permits are composed of privilege licenses and cable television franchise fees. Intergovernmental revenues are composed of grants, state-shared revenues, and reimbursements. Charges for services are composed of user fees and reimbursed charges. Administrative revenue represents the Water and Sewer Fund contribution to the operations of the General Fund. Miscellaneous revenues are composed of interest revenue, sales, and revenues not allocated elsewhere.

It would appear that with these various revenue sources, the generation of revenue to meet service level expenditure requirements would be a simple task. This, however, is not the case.

Revenues available to finance our local government can be characterized as either "elastic" or "inelastic." Elastic revenues are highly responsive to changes in the economic base and inflation. As the economic base expands or inflation goes up, elastic revenues rise in roughly proportional or greater amounts. Likewise, they go down during times of deflation and recession. For example, sales tax revenue, though the tax rate remains the same, increases during better economic periods due to the increase in retail business and declines during poor times. Yields from inelastic revenue sources, such as user fees and charges, are somewhat unresponsive to changes in economic conditions and require that government officials change fees and charges to obtain a change in revenue. Most City revenue sources are inelastic. Two of the few remaining elastic revenues the City has are sales tax revenue and privilege licenses.

Several revenue types such as Powell Bill, intangibles taxes, sales taxes, and 80% retailers' and wholesalers' inventory reimbursement are distributed within Rowan County based on either population or tax levy. As Rowan County has raised their tax levy over the past several years, our percentage of those revenues based on tax levy has decreased. Additionally, increased population in Rowan County and other County municipalities has decreased Salisbury's share of those revenues based on populations. The large increase in population during 1995 had resulted in the City getting a slightly larger share of these revenues during FY96 and a projected greater share in FY99 if the proposed annexations become effective. Without annexation or extensive new growth, the City will continue to receive a smaller share of the total revenue pool each year.

City revenues also face another limitation; the State tampering with state-shared revenues and reimbursements. In the past, the State has eliminated property tax on retail, wholesale, and manufacturers' inventories. They then placed a cap on income to municipalities from intangible taxes, utility franchise taxes, and inventory reimbursements. This cap on utility franchise taxes expired in FY95; however, growth is expected to be minimal without annexation. Intangible taxes has been repealed by the General Assembly and replaced with an annual appropriation. Both the intangible tax and inventory reimbursements are subject annually to the whims of the General Assembly for funding.

The City directly controls only property taxes, user fees and charges, privilege licenses, and the Water and Sewer Fund contribution. These four revenues are the only ones which City Council can increase or decrease at will. During FY98, these four sources in the General Fund accounted for 59% of the total revenue. The City lacks control over all other revenues.

Property taxes may be adjusted in two ways. The tax rate can be either changed, and/or the assessed value of the property can be raised or lowered. Each year, City Council sets the property tax rate as part of adopting the annual budget ordinance.

User fees and charges for some services have been established to reimburse the City for all or part of the cost for that service. City Council has absolute control over both services for which to levy a fee and the amount of the fee.

Privilege licenses are controlled both by the State and City Council. A city may levy a privilege license on certain types of businesses and professions as established by State Statutes. The State also sets a maximum rate for some businesses and professions. Most businesses, however, do not have a maximum license rate or amount. City Council has the authority to set a license rate and/or amount for these businesses.

Administrative revenue is the Water and Sewer Fund's contribution to the operations of the General Fund. It represents the Water and Sewer Fund's share of expenses incurred in the General Fund for such things as water and sewer billing, financial administration, fleet management, purchasing, personnel administration, legal, and general management services. The funding of the contribution is a component of the water and sewer rates set by City Council and should not exceed the actual costs incurred in the General Fund for the Water and Sewer Fund's operations.

In summary, most City revenues can be characterized as inelastic with no City control. The City controls only property taxes, user fees and charges, privilege licenses, and administrative revenue.

Comparison of Projected Expenditures For Five Years To Forecasted Revenues

As shown in Exhibit 1, projected revenues lag behind current level expenditures in FY99 resulting in a deficit Fund Balance of \$1,100,000. The primary reasons for this deficit are the cost of personnel and capital. Additional personnel cost of \$200,000 has been added in the Fire Department to staff a new fire station. An additional \$300,000 is projected in Technology Services Division to upgrade and update software and hardware. Other capital outlay projections have increased \$400,000 primarily due to limiting capital outlays in FY98 to avoid a property tax increase. The average deficit between FY00 and FY03 of \$750,000 is projected annually. If the proposed 1999 annexation is delayed by court action for two years, then this anticipated annual deficit would increase another \$400,000 for both FY99 and FY00.

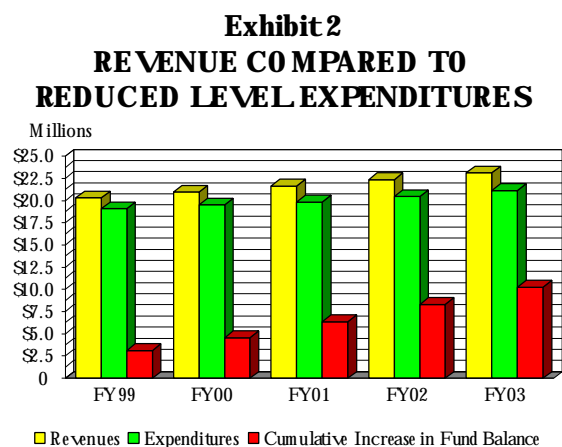
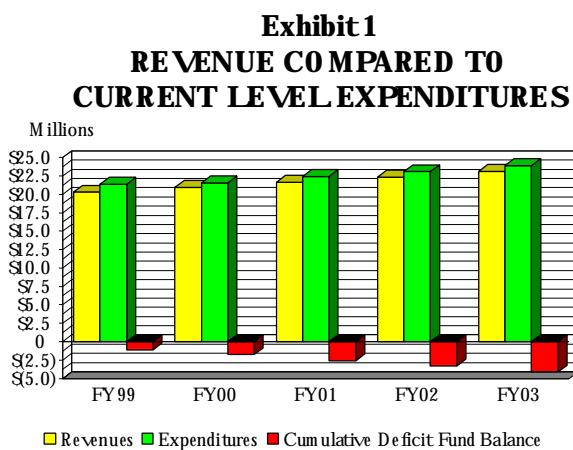


Exhibit 2 shows these same projected revenues compared to the reduced level of expenditures. As you can see here, expenditures at this level would allow the City to operate through FY03 without any increase in revenues to cover expenditure deficits. Unlike the Federal Government, City Council faces the problem of bringing revenue and expenditures to the same level. The solution would appear to be

a combination of the following: a reduction in service levels of some departments, an increase in revenues, and/or improved productivity.

Previous Budget Reductions In Reducing Future Expenditures

City Council took several major steps to both balance the FY93 Annual Budget and reduce future expenditures. Revenue initiatives included the addition of a recycling fee to offset the new recycling service that was provided to the citizens of Salisbury. Expenditure initiatives included the elimination of twice-a-week backyard refuse service and a reduction of six percent in the number of personnel in the General Fund. Once-a-week curbside rollout refuse service and slight reductions in service levels resulted from this change. This reduction of six percent resulted in the elimination of 20 positions and a corresponding decrease in operational expenditures for these positions. This reduction in service levels resulted in a reduction of almost \$924,000 for FY94. In each year since, City Council has evaluated additional measures that would result in either increased productivity measures or the elimination of services.

How Do We Finance Local Government in the Future?

After City Council selects the service levels they desire, the question becomes "how to generate sufficient revenues to finance it?". Currently, property taxes, user fees and charges, privilege licenses, and water and sewer rates are the only revenue sources the City controls. Each of these sources has both advantages and disadvantages.

The property tax possesses several elements of which characterize its usefulness: it provides a stable source of revenue; it is easily administered; it is relatively easy to adjust; and it taxes nonresident property owners who benefit from local services.

On the other hand, the property tax is ranked as the most unpopular tax along with the federal income tax. Reasons for this unpopularity include: the property tax falls on unrealized capital gain as opposed to income; it is collected in a large lump-sum amount; and there is an anxiety about potential inequities associated with property reappraisal.

User fees and charges accounted for seven percent of FY98 revenues. Historically, the City has not used this revenue source to generate funds for operations. Advantages to user fees and charges include: charges increase users' awareness of the cost of providing a particular service; they give the City a clear indication of the level of service selected by citizens based on service usage; service charges are equitable in that the benefits of the service are paid for by those using the service; they ensure that service delivery decisions are based on the relationship of service levels to demand; and they focus on cost of service.

A negative public reaction to services which have been provided for "free" in the past can generally be expected as user fees and charges are implemented. Generally, revenue to support certain services has gone unnoticed as they have been derived from many sources of municipal revenue. Cost analysis is the basis for the equitable implementation and administration of user fees and charges. Exhibit 3 shows examples of the types of user fees and charges the City could use. Also included are suggestions on the extent to which user fees and charges should cover the cost of a particular service.

Privilege licenses are levied on businesses and professions in the City limits within the statutory authority of the General Assembly. This revenue accounted for 1.3% of the General Fund's revenue in FY98. Receipts from this source come from both variable and fixed charges. State Statutes regulate the license rate for certain businesses and professions while exempting others. The City uses rates set forth in the State Statutes. All other businesses fall under the City's gross receipts tax.

Under this provision, a business is taxed at a percentage, set by City Council, of its adjusted gross receipts.

Advantages to initiating privilege licenses as a revenue source to support local government include: the ease of administration; the fact that it can be easily adjusted; and change in privilege license revenue increases proportionally to the local economy.

Administrative revenue represents the Water and Sewer Fund's contribution to the operations of the General Fund. Any increases or decreases in this revenue should be the result of a change in the cost of the services provided by the General Fund to the Water and Sewer Fund. This revenue provides a method to recover the cost of services for the Water and Sewer Fund provided by the General Fund.

Besides the revenue options reviewed above, City Council may want to consider supporting changes in the General Statutes which could provide the City with additional sources of revenue. Three examples of changes in the statutes the City could utilize to increase revenues would be a real estate transfer tax, a local income tax, and an auto tax. All three sources are used successfully by municipalities in other states. In North Carolina, some municipalities are already using the auto tax. Authority exists currently for the City to levy a five dollar charge per vehicle whose proceeds are undesignated. Authority also exists to levy a five dollar charge per vehicle whose proceeds are designated for mass transit support. In addition to changes at the local level, it is apparent that North Carolina local government will need the assistance of our General Assembly in addressing these challenges to finance local government.

Conclusion

The challenge of financing local government is a complex issue. Providing balanced revenues to equitably finance local government services and capital needs is a significant problem facing all local governments across North Carolina and the Country. With declining State and Federal assistance to cities, the citizens of Salisbury will receive the level of local government services for which they are willing to pay. Setting priorities has become more important. We may not be able to be all things to all people.

Exhibit 3

SERVICES FOR WHICH LOCAL GOVERNMENTS COMMONLY CHARGE A FEE

Recreation and leisure activities

Athletic fields (P)
Athletic leagues (F)*
Auditorium /civic center (F)
Concession rental (F)
Equipment rental (F)
Parks (P)
Recreation center rental (F)
Recreation classes (F)*
Swimming pools (P)
Tennis courts (P)

Planning and economic development

Annexation (F)
Development guide or manual (F)
Maps (F)
Plat processing (F)
Zoning variance (F)

Sanitation

Landfill (P)
Large-item solid-waste pickup (F)*
Solid waste collection (F)
Street cleaning (P)

Public works

Abandoned-vehicle removal (F)
Barricades (F)
Cemeteries (P)
Curb cuts (F)
Maps (F)
Sign permits (F)
Street cuts (F)
Weed cutting (P)

Police protection

Accident and offense reports (F)
DWI processing (F)
Funeral escorts (F)
Other special-occasion escorts (F)
Police services at special events (F)
Serving warrants (F)
Vehicle impoundment (F)

Miscellaneous

Document search (F)
Meeting room rentals (F)
Photocopying records (F)
Vending machine space rental (F)

"F" means that the fee for service should be set so as to recover the *full* cost of providing the service. An "F*" indicates that full cost pricing should be required only for certain classes of users; a partial subsidy should be provided for some users, such as the elderly, children, or nonprofit organizations.

"P" means that the fee for service should be set so as to recover only *part* of the cost of the service. A partial subsidy is justified for any one or all of the reasons discussed in the chapter.

Source: Adapted from Robert L. Bland, *Financing City Government in Texas: A Revenue Manual for City Officials* (Austin: Texas Municipal League, 1986)

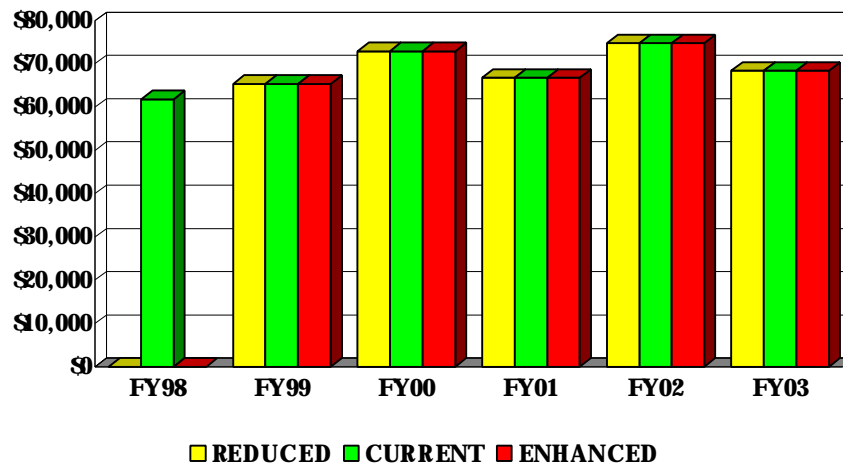
This analysis of local government revenues and a corresponding projection of local government expenditures is updated each year by the City's Finance Department. This report anticipates local government revenue shortfalls in meeting local government service demands. Simultaneously, it is recommended the City evaluate all existing and alternative sources of revenue available to finance local government. With this tool in hand, City Council will be in a better position to equitably raise revenue to support local government services, to determine the level of services offered to our citizens, to consider certain productivity improvements to reduce local government costs, and to determine certain priorities in the various kinds of local government services offered. This approach offers no easy solutions; however, it gives our local government leaders a better handle to address the financing of Salisbury's local government services.

CITY COUNCIL

Statement of Purpose

To function as the duly elected representatives of the municipality in establishing policies and adopting budgets designed to provide municipal services, protection for citizens and support for continued economic development of the community in accordance with State Statutes.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Establish and maintain public services and facilities deemed necessary or desirable for the health, safety, comfort, welfare, convenience and good order of the public
- Provide for the organization of City government
- Provide for a City Manager under the Council/Manager form of government and a City Attorney in accordance with the City Charter
- Create and establish by ordinance or resolution Authorities, Boards and Commissions, as it may deem necessary or appropriate to the administration, regulation, operation, services, activities, and functions which the City is authorized by Law to perform, regulate, and continue
- Make and provide for the execution of regulatory ordinances
- Provide for planning, sub-division and building regulations
- Schedule regular and special public meetings and public hearings in order to hear the public and conduct City business
- Provide for a Code of Ordinance in accordance with State Law

Reduced Service Level:

- No reduced service level is proposed

Enhanced Service Level:

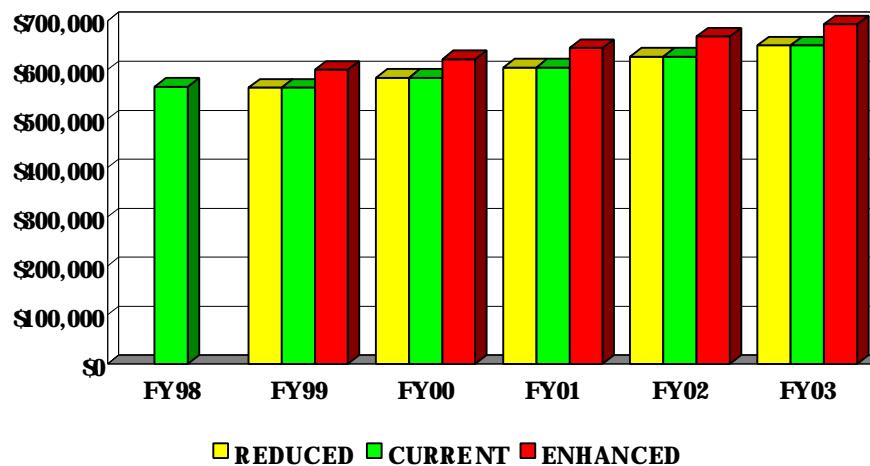
- No enhanced service level is proposed

CITY MANAGEMENT AND ADMINISTRATION

Statement of Purpose

To provide advice, information and support to the City Council that will facilitate their ability to develop City policies. To prepare and submit a balanced budget and financial plan to the City Council and be responsible for its implementation during the fiscal year. To provide professional leadership to the City staff and execute the policies of the City Council in a fair and efficient manner for all people within the community. To provide a centralized source for the collection, maintenance, storage and duplication of official municipal records and documents.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Direct and supervise the administration of all departments, offices and agencies of the City
- Recommend to the City Council policy or other matters affecting the City
- Insure that all laws of the State, the City charter, ordinances, resolutions and regulations of the City Council are faithfully executed in the City
- Prepare and submit the annual budget and capital improvements program to the City Council
- Submit annually to the City Council and make available to the public a complete report on the finances and administrative activities of the City
- Present reports to the City Council concerning the operations of City departments
- Award, approve and execute contracts including the acquisition of real estate by the City in accordance with State and local laws and ordinances
- Recommend the adoption of a classification and compensation plan, performance appraisals and other personnel ordinances and regulations to the City Council
- Prepare minutes of City Council meetings and other proceedings
- Schedule items for City Council meetings
- Maintain and safeguard public records and official copies of City documents
- Assist the City Council in a goal setting and goal evaluation process
- Respond to requests for information from the general public
- Provide administrative support to the Mayor, the City Council and the City Manager
- Coordinate activities with various City departments, citizens, other governmental units, outside agencies and organizations
- Direct, oversee, and participate in the development of the Departments' work plan
- Monitor and review the City's liability insurance program
- Receive, review and process annexation petitions and street and alley closing petitions
- Provide for legal assistance for the City Council, the City Management team and the Municipal corporation

- Maintain and update a Code of Ordinances for the City
- Provide a comprehensive safety and risk management program that includes training, inspection, investigation, and accident review

Reduced Service Level:

- No reduced service level is proposed

Enhanced Service Level:

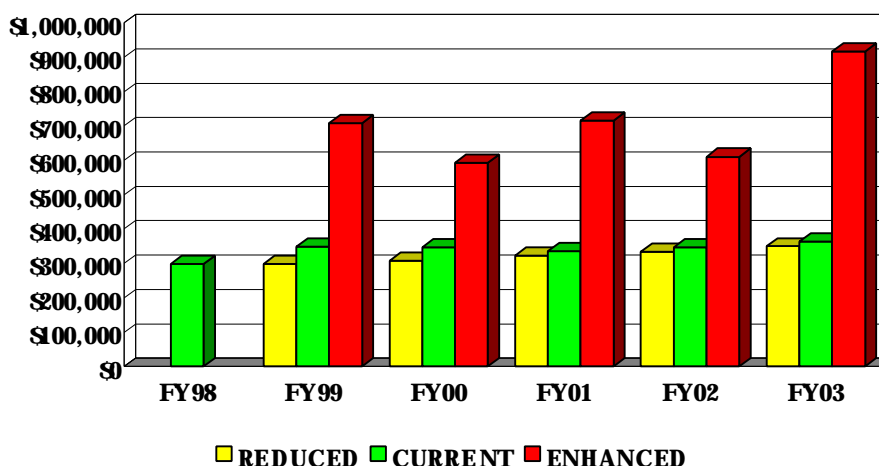
- Provide for an Internal Auditor for the City in accordance with recommendation made by the City's Auditor

HUMAN RESOURCES

Statement of Purpose

To provide a centralized source of support and assistance to the City related to its need for the management of human resources. Specific functions include: general personnel administration, recruitment and selection, training and development, health and wellness, compensation and benefits.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide systems to recruit, screen, and select City employees
- Coordinate employee separations, promotions, and reclassifications
- Provide a comprehensive Employee Benefits Program
- Manage the employee Classification and Compensation System
- Manage the employee Performance Appraisal System
- Provide management, supervisory, and employee training programs
- Provide general employee orientation and coordinate departmental employee orientation
- Provide an annual Employee Service Awards and Recognition Program
- Provide Personnel Policy and Employee Handbook
- Provide an Employee Assistance Program
- Provide employee relations assistance and consultation to managers, supervisors, and employees
- Manage the City's Affirmative Action program
- Monitor employment trends relative to the City workforce
- Provide comprehensive Drug Testing Program

Reduced Service Level:

- Not provide comprehensive Employee Benefits Program
- Provide bimonthly general employee orientation
- Eliminate management, supervisory, and employee training
- Eliminate employee awards and recognition program and employment trends monitoring

Enhanced Service Level:

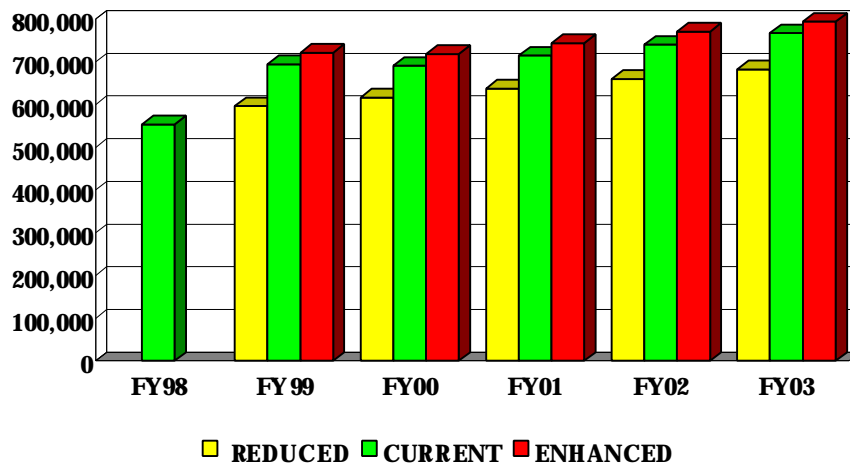
- Provide extensive in-house benefits, counseling, and administration
- Provide in-house management, supervisor and employee training and career development programs
- Provide extensive in-house Employee Assistance Program and Occupational Health/Wellness Program
- Provide extensive retirement/health benefits

FINANCE DEPARTMENT

Statement of Purpose

To provide a centralized source for handling the financial affairs of the City including: the purchase of goods, services and supplies, paying financial obligations, maintaining a financial record keeping system, providing periodic preparation and distribution of financial statements, protection of municipal assets as required by the Local Government Budget and Fiscal Control Act, involvement in an investment program for the City's available cash, providing payroll services plus maintaining a readily available data processing system that provides state-of-the-art computer capability to the City Staff.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide a biweekly payroll
- Provide weekly processing of outstanding accounts payable
- Provide monthly billing of water and sewer services
- Provide billing of business privilege licenses
- Collect receipts for water and sewer, privilege licenses, and other miscellaneous accounts receivable
- Provide daily posting and deposit of city receipts
- Provide assistance for water and sewer customers
- Assist in preparation of annual budget, budget documents, and budget amendments
- Provide assistance to auditors with the annual audit
- Prepare annual financial statements
- Provide maintenance of City general ledger and all subsidiary ledgers
- Prepare and distribute monthly financial statements
- Prepare reports for other government entities
- Monitor cash requirements and invest available cash
- Coordinate authorization and issuance of City debt
- Conduct periodic inventory of fixed assets
- Prepare and maintain fixed asset records
- Prepare annual Powell Bill financial report
- Provide special reports and projects as requested
- Provide part-time grants support
- Coordinate bank services, including direct deposit and direct debit

Reduced Service Level:

- Eliminate Accountant position which decreases timely information in general ledger maintenance and reporting function
- Eliminate a customer service clerk which reduces support for utility customer assistance
- Reduce processing for accounts payable to biweekly cycle
- Reduce investment opportunities to low yield overnight markets

Enhanced Service Level:

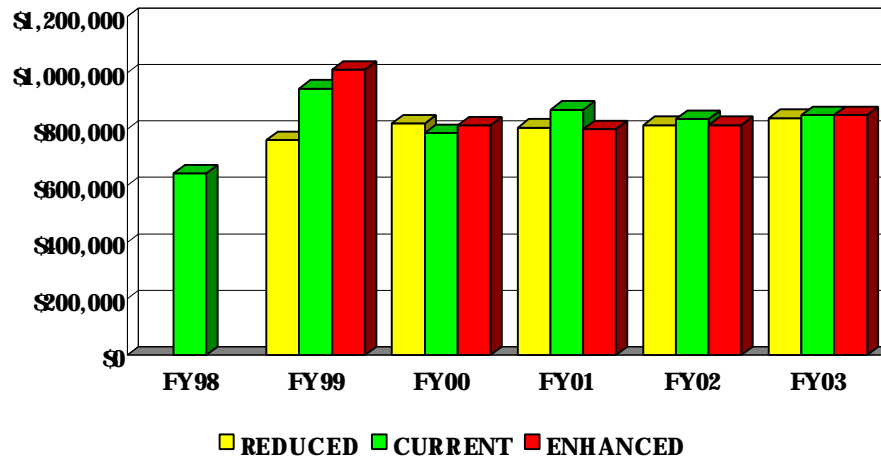
- Provide additional customer service support for utility, privilege license, and miscellaneous receivable billing and collection
- Provide additional collection support for delinquent receivables

FINANCE-TECHNOLOGY SERVICES DIVISION

Statement of Purpose

To provide a centralized source of procedures, information and support related to the storage and electronic processing of data, business transactions, information and other computer-related capability.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Perform daily computer systems backup
- Maintain system security and system passwords
- Diagnose systems or software problems
- Plan and participate in the training of City personnel
- Assist users in resolving systems problems
- Plan and direct installation of new equipment
- Prepare documentation and instruction for users of systems
- Test and debug new software
- Maintain integrity of database
- Conduct feasibility studies
- Maintain efficient hardware configuration
- Design, implement, and monitor disaster recovery plan
- Evaluate and approve requests for computer hardware
- Initiate and monitor contracts for computer maintenance
- Continue implementation of Information System Plan

Reduced Service Level:

- Cease additional implementation of Information System Plan

Enhanced Service Level:

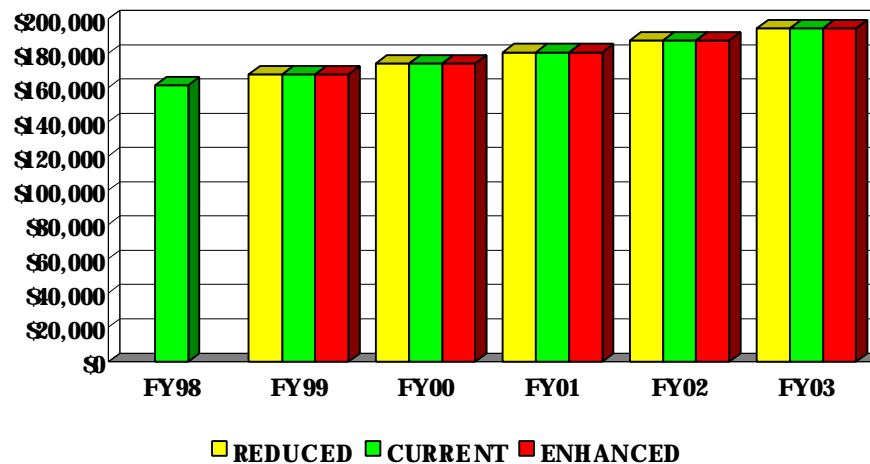
- Develop more in-house programs
- Develop in-house expertise in networking
- Expand implementation of Information Systems Plan

FINANCE-PURCHASING DIVISION

Statement of Purpose

To provide a centralized source of procedures, information, and support related to the purchase and/or lease of supplies, materials, equipment and contractual services for the City and to manage and maintain a system of fixed asset identification, reporting and accountability.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Receive and process 2,700 purchase requisitions annually
- Request and receive 1,500 quotations
- Request and receive 125 formal quotations annually
- Issue 2,550 purchase orders annually
- Receive and fill 2,400 purchase requisitions from warehouse
- Maintain detailed records on the City's \$70,000,000 asset inventory
- Provide product knowledge and vendor information to user departments on a daily basis
- Develop and prepare fleet specifications

Reduced Service Level:

- No reduced service level is proposed

Enhanced Service Level:

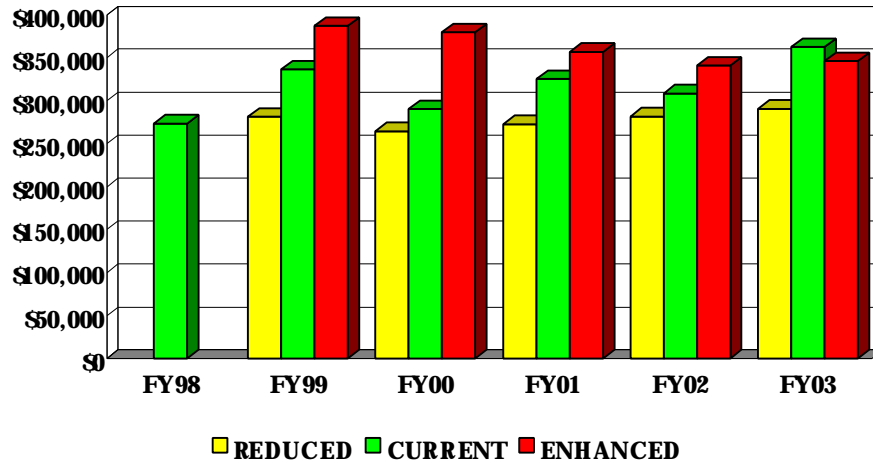
- No enhanced service level is proposed

TELECOMMUNICATIONS

Statement of Purpose

To manage, coordinate and monitor the City's telecommunications system in the areas of telephone, radio, 9-1-1, cable, emergency services communications, and to specify, recommend and implement solutions to the City's communications needs.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide daily 9-1-1 service to city citizens
- Provide daily operation and maintenance for the City's radio systems
- Provide daily installation and repair service for the City's telephone and cable systems
- Operate and manage the Al's Knob Tower Site

Reduced Service Level:

- Eliminate 9-1-1 service to public
- Eliminate purchases of telecommunications equipment

Enhanced Service Level:

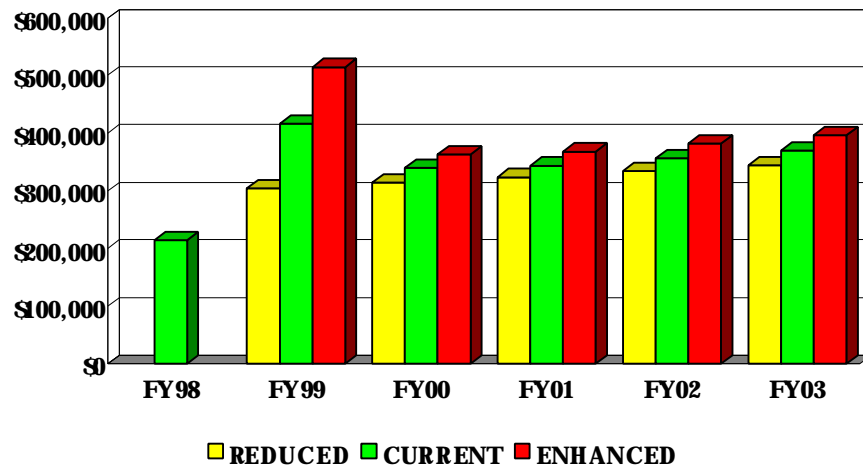
- Develop and implement plan for Cable TV Government Access channel
- Provide cable network safety training to City employees

CITY OFFICE BUILDINGS

Statement of Purpose

To provide centrally located facilities for holding meetings of the City Council, its boards and commissions and other groups who may from time-to-time need public meeting space. In addition, provide office and conference space for the mayor, City Manager, Utility Business Office, Land Management and Development and other support staff engaged in the operation of municipal government in Salisbury.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide space for public meetings
- Provide central facilities to house Administrative and some Operational Departments
- Provide maintenance and cleaning services for City Hall

Reduced Service Level:

- Reduce funding for renovation of office space

Enhanced Service Level:

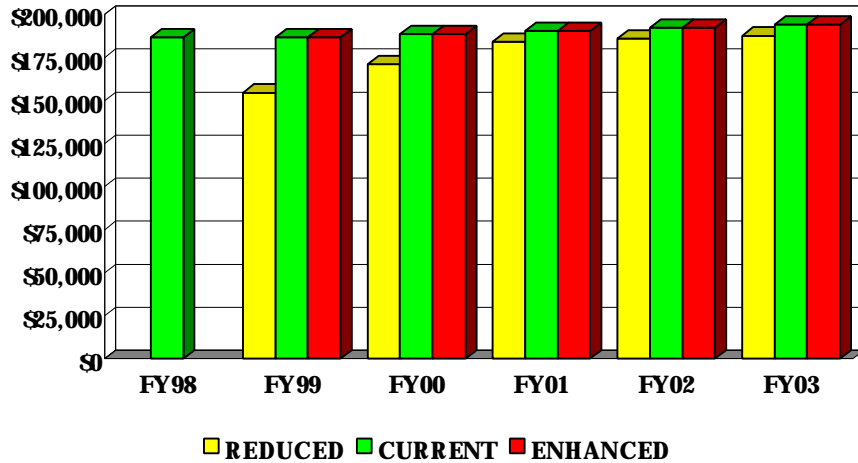
- Provide for further renovation of meeting and office space and exterior enhancement
- Add Facilities Maintenance Worker position in FY 1999 to enhance the level of service of this unit to coincide with the number of buildings maintained by the unit

PLAZA

Statement of Purpose

To continue ownership and management of the Plaza, originally structured as a public/private partnership to increase economic vitality in the central business district, establish new housing units in the downtown and provide additional office facilities and meeting space for the City. The building is now fully owned by the City.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Improve economic vitality of downtown business district
- Provide additional centralized office, commercial, retail, and meeting space

Reduced Service Level:

- Reduce level and timing of capital expenditures

Enhanced Service Level:

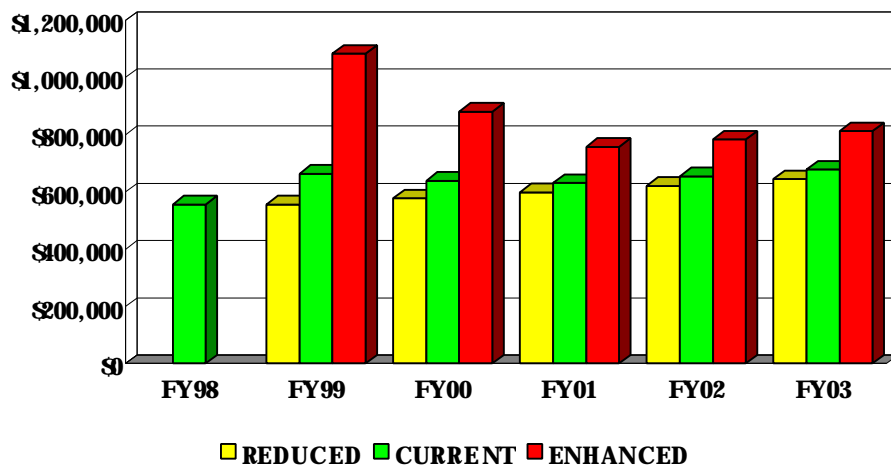
- No enhanced service level is proposed

PLANNING AND COMMUNITY DEVELOPMENT

Statement of Purpose

To provide for a coordinated planning program to insure orderly growth within the City to include population, land use, thoroughfares, public facilities, neighborhoods, zoning, subdivision regulations and other specialty areas. To formulate, develop and recommend policies, plans and local ordinances intended to improve the overall appearance, economic climate within the City and its extraterritorial areas. To eliminate slums and blighted conditions in commercial and residential areas by code enforcement and provide for orderly growth and development within the City.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide staff for the Salisbury Planning Board
- Prepare zoning reconnaissances
- Prepare and assimilate statistical and census data
- Prepare ordinances, code updates, and annexation studies
- Conduct board and commission training
- Carry out comprehensive planning (Salisbury 2000)
- Staff Community Appearance Commission
- Provide design assistance for appearance issues, including Hurley Park and downtown
- Facilitate public/private development projects (i.e., Gateway, Innes Street projects, and Flowers Bakery)
- Staff Historic District Commission
- Prepare facade grant design and administer program
- Acquire and dispose of property related to City development projects
- Prepare work write-ups and inspections for housing rehabilitation
- Apply for federal and State grant funds
- Administer federal and State grant and loan programs
- Maintain City map files
- Provide for affordable housing in City
- Develop and implement plans for neighborhood development and assistance

Reduced Service Level:

- Reduce scope of special projects

Enhanced Service Level:

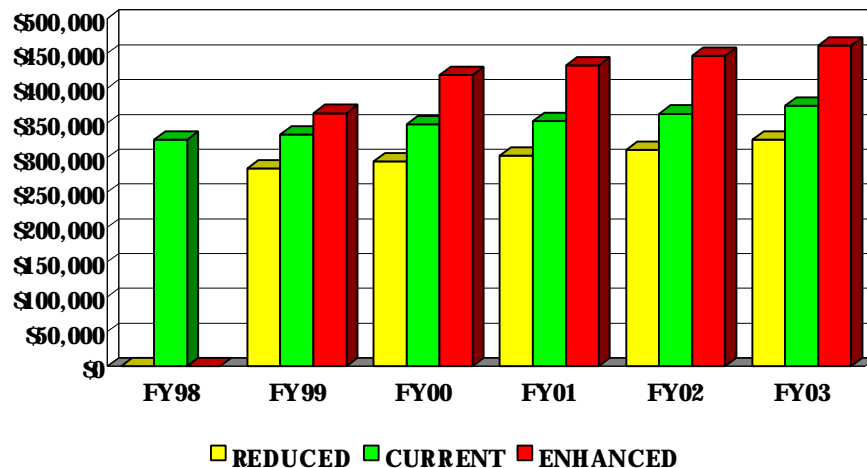
- Fund the Senior Office Assistant position fully through the General Fund
- Increase scope of special projects
- Increase scope of land acquisitions
- Add General Fund funding to Neighborhood program /projects

DEVELOPMENT SERVICES DIVISION

Statement of Purpose

To provide citizens, builders and developers a centralized source of information, permit services, code enforcement, zoning and subdivision regulation and special district board support through a Development Services Center.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Administer and enforce city zoning
- Perform inspections to insure compliance with various codes and ordinances
- Issue certificates of compliance
- Maintain files for all improvements and work performed, such as water/sewer connections, fees paid, driveway permits, zoning permits, grading permits, and for board and commission meetings
- Perform staff liaison and secretarial work for the Zoning Board of Adjustment and the Historic District Commission
- Receive complaints, investigate problems, and proceed with appropriate action for resolution
- Assist developers, contractors and the general public in securing the appropriate permits and approvals
- Acquire property for rights-of-way for streets and utilities, and special projects dealing with housing and economic development
- Maintain a street address system as prescribed by City Ordinance and coordinate all addresses with the emergency service agencies and the U.S. Postal Service
- Conduct a monthly Technical Review Committee meeting with various City, County, and State representatives
- Continuously update and maintain Division files

Reduced Service Level:

- Merge the Senior Office Assistant of Development Services and Engineering into one position
- Do not hire another Code Enforcement Specialist after proposed annexation and proposed expansion of the extraterritorial jurisdiction area

Enhanced Service Level:

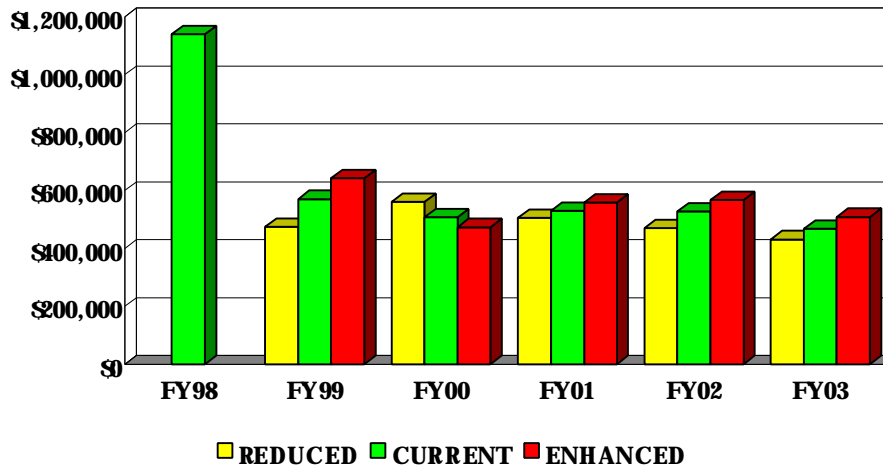
- Add a third Code Enforcement position for additional enforcement of City zoning ordinance violations that are mandated by additional requirement to the Code of Ordinances and the additions to City territory through annexations, voluntary annexations, and expansion of extraterritorial jurisdiction
- Add a Development Services Assistant Manager to help in all facets of office work, which includes helping customers, reviewing plans, taking phone calls and other office functions

ENGINEERING DIVISION

Statement of Purpose

To provide a centralized source of general engineering services for the City including surveying, design work, review and approval of final plans submitted by outside consultants, site inspections and coordination of project activities initiated between the City and other agencies.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Submit quarterly reports for reimbursements for traffic signs and signals
- Prepare annual Powell Bill Map and Certified Statement
- Administer the subdivision ordinance
- Administer the floodway ordinance
- Administer the City's street lighting program
- Prepare periodic reports for the City Council and NCDOT concerning traffic needs
- Administer the design and construction of State-funded Small Urban Transportation Improvements
- Administer the design and construction of City street improvements and special projects
- Respond to citizen requests concerning traffic studies, parking changes, and storm drainage projects
- Provide preliminary surveying for easement acquisition and design work
- Review designs submitted by outside consultants for conformance with City Standards and Policies
- Inspect construction projects for conformance with approved plans
- Administer voluntary annexations and alley closings
- Provide current City limits/street maps to all Departments
- Provide storm drainage reconnaissance for rezoning requests
- Promote railroad safety improvements
- Promote the goals of the Innes Street Vision Study

Reduced Service Level:

- Reduce number and scope of special projects and extend completion time
- Reduce funding of storm drainage grants

Enhanced Service Level:

- Participate in expansion of Greenway System
- Upgrade Opticom system for Bus Preemption

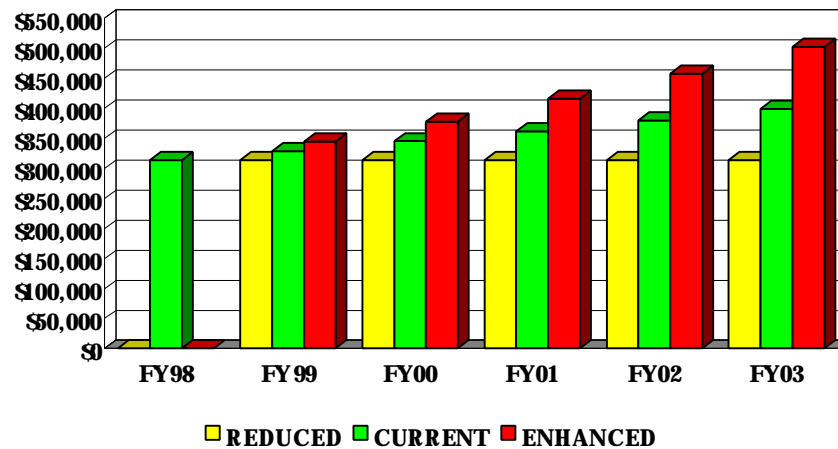
- Acquire Cadastal data for potential annexations

STREET LIGHTING

Statement of Purpose

To provide for the lighting of the City's streets.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide for 5% annual increase for installation of new street lights in accordance with the City's street lighting policy

Reduced Service Level:

- Maintain existing street lights, but do not install new ones

Enhanced Service Level:

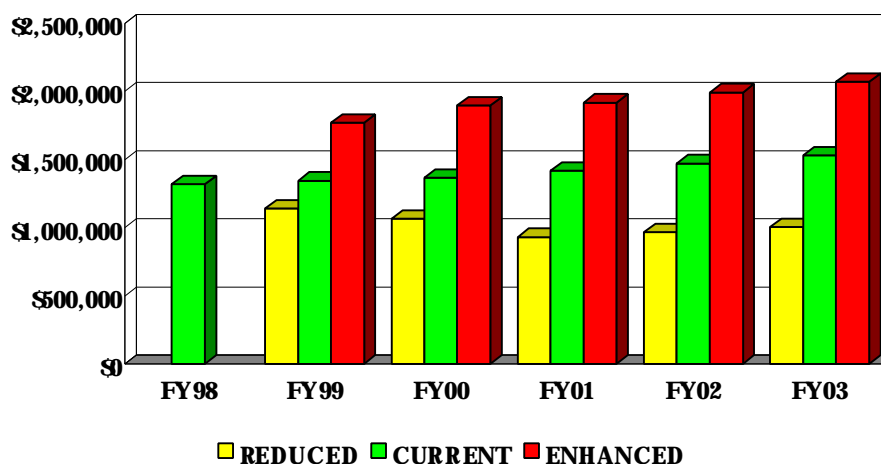
- Provide additional increase over current level for the addition of new lights under City's street lighting policy

POLICE DEPARTMENT-SERVICES DIVISION

Statement of Purpose

To serve as the support unit of the department providing telecommunications, an armory, clerical and secretarial services, a crime laboratory, animal control and a records keeping system.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide 24-hour radio communications
- Conduct records-keeping and records utilization function
- Provide data processing and information management
- Conduct crime scene and evidence collection
- Provide for evidence/property management
- Provide crime prevention and community services to public
- Conduct Drug Abuse Resistance Education (D.A.R.E.) to local schools
- Provide animal control for City
- Provide for building maintenance at police facility
- Provide school crossing guards
- Oversee taxicab inspections and taxi driver's permits
- Provide School Resource Officers in Middle and High Schools
- Provide vehicle fleet management
- Administer recruiting and selection program
- Administer inspection program for department
- Administer training program for department
- Administer professional certificate program
- Provide Gang Resistance Education And Training (G.R.E.A.T.) to local schools

Reduced Service Level:

- Eliminate Parking Enforcement Specialist
- Eliminate Police Information Clerk
- Eliminate part time Telecommunicator
- Eliminate positions for which the grants are expired
- Eliminate Downtown Officer

Enhanced Service Level:

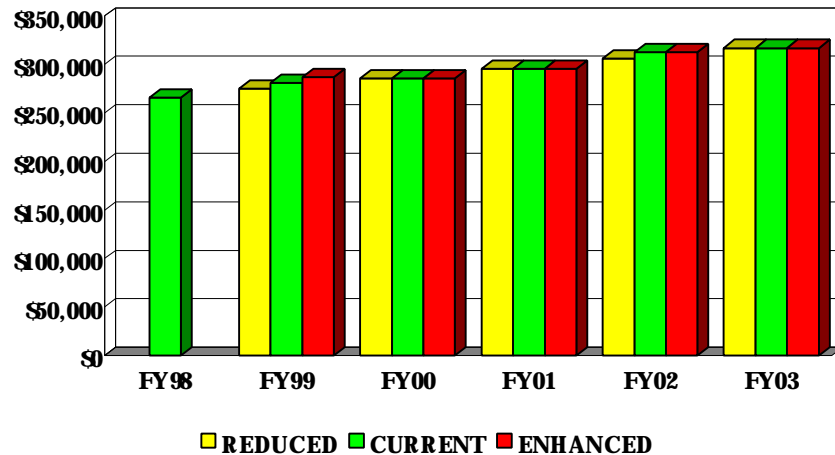
- Implement Telephone Response Unit (expeditors) to lessen workload on Patrol by use of telephone reporting system
- Add one Animal Control Specialist, one Parking Control Specialist, one Identification Specialist, and one Community Service Officer to expand service to public
- Remodel upstairs in FY 1999 and FY 2000
- Provide additional training to officers by adding Training Officer
- Add two full time Telecommunicators and two part time Telecommunicators
- Add Evidence Specialist
- Add three Downtown Officers for 24 hour coverage

POLICE DEPARTMENT-ADMINISTRATION DIVISION

Statement of Purpose

To serve as the central management and administrative unit for the activities and operations associated with the Police Department.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide general administration for department
- Conduct planning and research
- Conduct crime analysis function for department
- Provide fiscal management for department
- Develop policy and procedures
- Plan budget for department
- Supervise accreditation program

Reduced Service Level:

- Do not seek reaccreditation

Enhanced Service Level:

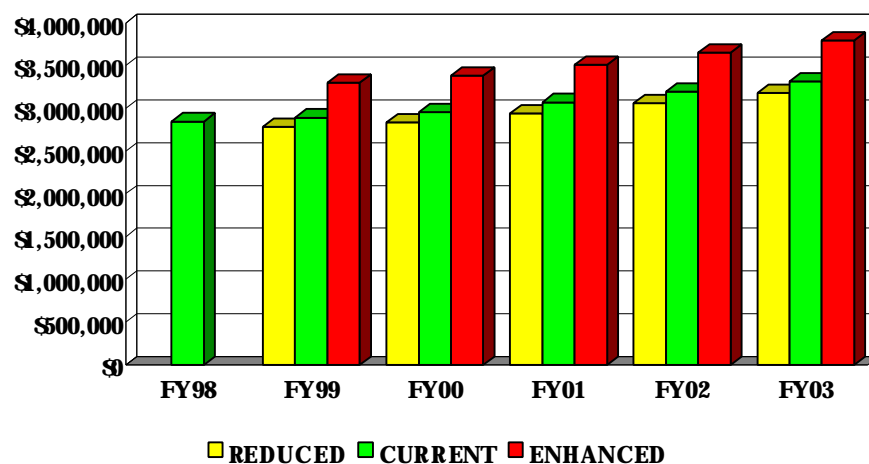
- Provide exercise equipment

POLICE DEPARTMENT-OPERATIONS DIVISION

Statement of Purpose

To provide 24-hour law enforcement service for the citizens of Salisbury including: protection of life and property, traffic enforcement and investigation of traffic accidents and investigation of criminal activities.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide 24-hour police patrol
- Respond to calls for service from citizens
- Investigate criminal activity
- Provide for specialized investigation of criminal activity
- Investigate non-criminal complaints
- Conduct traffic accident investigations
- Provide traffic law enforcement
- Provide special response to high risk situations (e.g., hostage situations)
- Provide for special police operations (stakeouts, etc.)
- Provide for specialized drug enforcement
- Conduct building and property checks
- Enforce state and local laws

Reduced Service Level:

- Reduce patrol component by three officers

Enhanced Service Level:

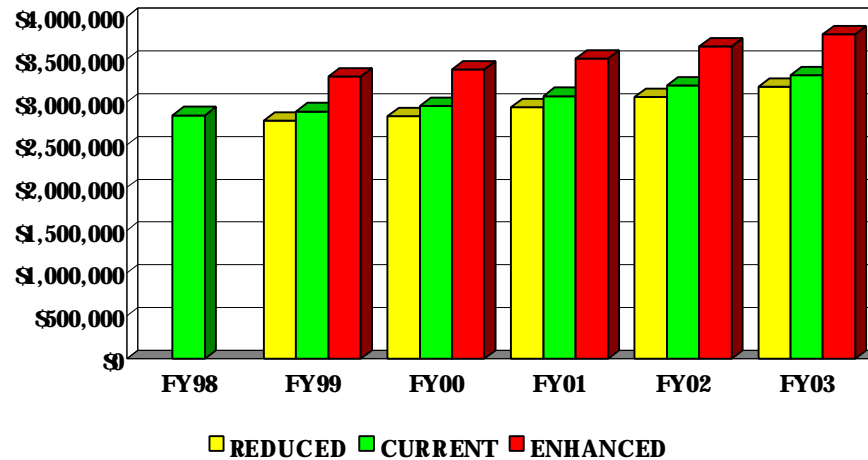
- Add six patrol officers to increase patrol coverage and related enforcement activities
- Add four traffic officers to increase traffic enforcement and public education effort

PO LICE DEPARTMENT-CRIMINAL INVESTIGATION NS DIVISION

Statement of Purpose

To provide investigations of criminal activity and drug and vice investigations.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide investigations of criminal activity
- Provide for special police operations (stake-outs, surveillance, raids)
- Provide for specialized drug investigations

Reduced Service Level:

- Reduce Investigation Division by one officer

Enhanced Service Level:

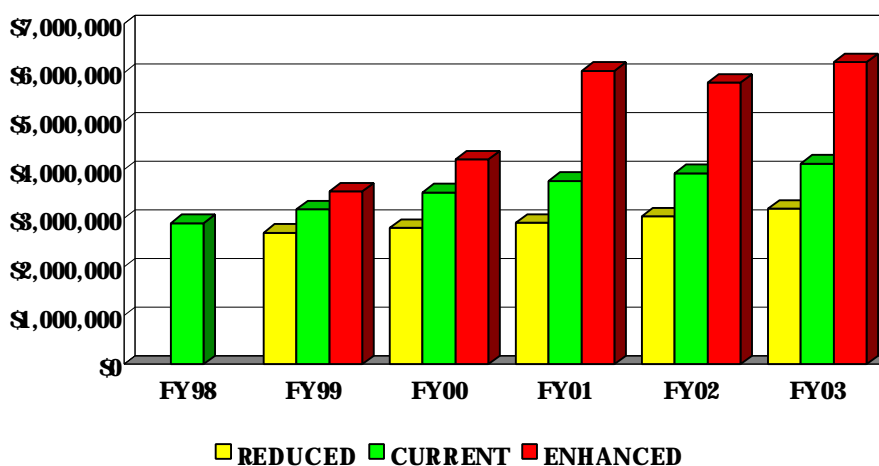
- Add one general investigator to enhance general investigations
- Add two drug investigators to enhance drug investigations
- Add one supervisor for supervision of drug investigations

FIRE DEPARTMENT

Statement of Purpose

To provide capable, well trained personnel and necessary equipment to suppress fires and effectively manage Hazardous Chemical accidents that may occur in our community related to transportation or industry; to provide rescue services as needed and basic Life Support through an updated First Responder Program. To continue to work toward a more firesafe community through Loss Prevention activities, including inspections, code enforcement, minimum housing activities and public education programs.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide fire suppression services
- Provide Hazardous Material Incidents Management
- Provide rescue and First Responder services
- Investigate suspicious fires for cause and origin
- Provide fire code enforcement
- Provide minimum housing services
- Provide minimum housing code enforcement
- Conduct public fire education for schools and community groups
- Conduct water flow tests as needed for industry and insurance companies
- Provide blood pressure screening program for citizens
- Provide and install smoke detectors for the elderly and handicapped
- Provide and instruct up-to-date State Certification Training
- Conduct product research and analysis
- Provide data management
- Prepare, submit, and administer departmental budget
- Monitor underground storage tank installations and removals
- Conduct plans review for new developments and industries
- Reduce response times (e.g., by as much as 80% to the Salisbury Mall area dependent on the location of a new station and addition of personnel and equipment)
- Continue three year phase-in of personnel, equipment, and additional station for coverage of the Salisbury Mall area

Reduced Service Level:

- Incur more fire loss through less inspections and code enforcement
- Incur more fire loss through reduced “on-duty” manpower
- Residential and commercial increases in insurance cost by reducing personnel on-duty and response time increases
- Reduce level of personnel training
- Reduce data management
- Delayed equipment and manpower response time
- Personnel reduction would require reduction of response equipment “in-service”
- Cause diminished safety margin

Enhanced Service Level:

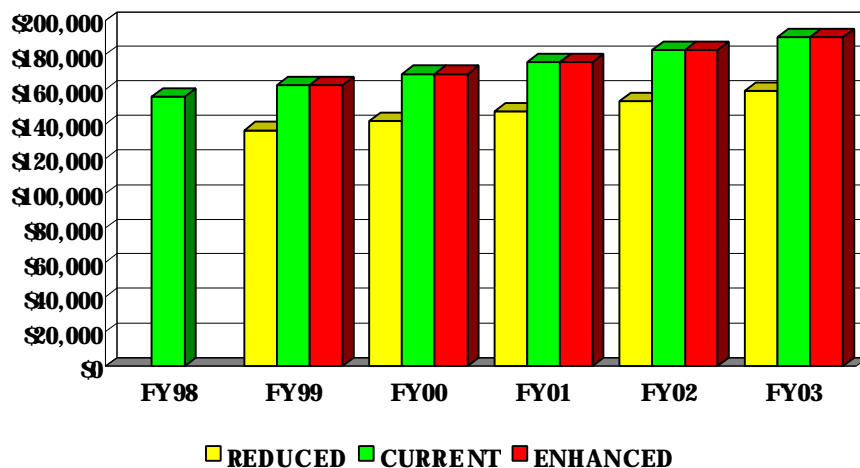
- Add a new Fire Station in FY 2001 to cover additional City growth
- Add additional Battalion Chief in FY 2001
- Add 27 personnel to staff station in FY 2001
- Add a aerial platform for new station in FY 2001
- Add a pumper truck for new station in FY 2001
- Enhance inspections and code enforcement
- Increase safety factors

PUBLIC SERVICES ADMINISTRATION DIVISION

Statement of Purpose

To serve as the central management and administration source for activities and operations related to the Public Services Department.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Conduct daily planning/information sessions with division managers
- Maintain office hours ten hours daily (7:00 a.m. - 5:00 p.m.)
- Provide administrative and clerical support to six division managers
- Provide "real time" response to public inquiries and/or provide immediate notification to division managers
- Provide temporary staffing in reaction to special projects or unforeseen circumstances
- Keep public those activities of the Public Services Department directly affecting the general populace

Reduced Service Level:

- Maintain office hours eight hours daily. This would reduce the ability to provide administrative and clerical support to other divisions. Additionally, "real time" response to the public would be reduced

Enhanced Service:

- No enhanced service level is proposed

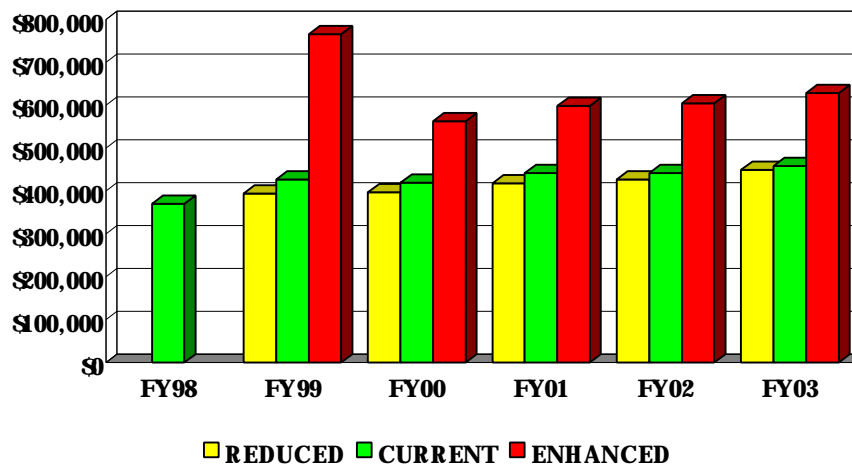
PUBLIC SERVICES-TRAFFIC OPERATIONS DIVISION

Statement of Purpose

To provide the City with a resource capable of effectively monitoring and evaluating municipal traffic safety, traffic flow, and parking needs; then develop and implement programs designed to address those needs through a network of traffic signals, traffic control signs, pavement markings and parking control devices.

The group is also responsible for the installation and maintenance of a telecommunications system throughout the organization (excluding Public Safety telecommunications equipment).

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Monitor and evaluate traffic safety, flow and parking as needed
- Maintain and repair 90 traffic signals annually
- Maintain and repair 8,000+ traffic control signs
- Maintain 22,000 feet of crosswalk and stop bar markings
- Maintain 80 miles of yellow center line
- Maintain 700 directional arrows
- Maintain and repair 275 telephone sets
- Maintain and repair 3.2 miles of phone cable
- Install new phone sets and phone systems
- Install and repair computer cabling
- Provide on-call service for after hours repair to traffic signals and signs
- Provide on-call service for problems at tower site in Granite Quarry
- Install and remove mobile and base station radios
- Assist in studies to alleviate citizens' requests and complaints
- Perform electrical projects and repair within city departments
- Maintain the Brown Street Clock on the Square
- Provide trouble shooting and repair assistance to the Plaza
- Fabricate signs for City departments
- Provide traffic control in work zones for City departments

Reduced Service Level:

- Maintain City-owned signals, signs, and pavement markings only
- Eliminate in-house repair to City telecommunications systems
- Eliminate fabrication of signs for City departments
- Eliminate traffic control assistance to City departments

Enhanced Service Level:

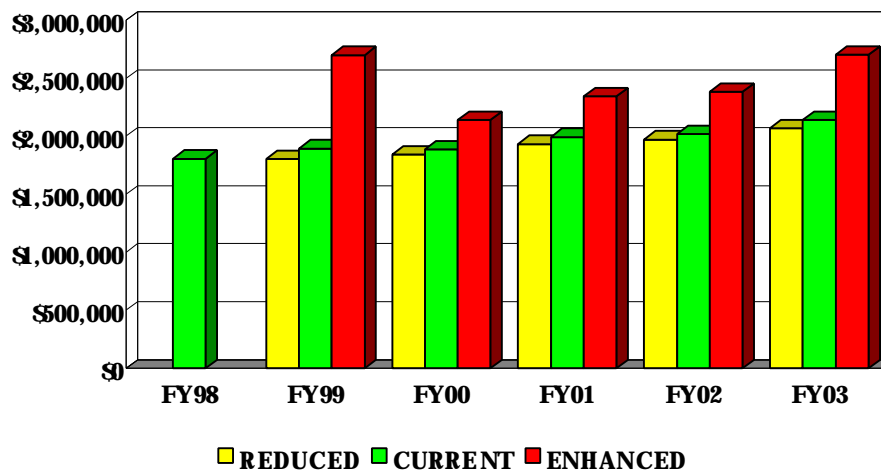
- Add one new crew in FY 1999 to rejuvenate thermoplastic material bi-annually
- Replace all traffic control signs with hi-intensity type signs
- Upgrade street name signs from 6" to 9"
- Upgrade "stop" signs to 36" minimum
- Take over maintenance of all signals in the county

PUBLIC SERVICES-STREET DIVISION

Statement of Purpose

To plan, implement and manage the construction and maintenance of all City streets, sidewalks, drainage system and rights-of-way through a program of maintenance, construction, cleaning, and general beautification. To fund activities associated with street construction, maintenance, cleaning and rights-of-way maintenance as provided for by revenue received from the State of North Carolina through the Powell Bill Fund.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Install minimum of 75 new driveway aprons annually
- Replace minimum of 6,000 feet of sidewalk annually
- Repair approximately 1,200 feet of curb and gutter annually
- Construct, repair, and upgrade drainage systems within rights-of-way as needed
- Remove debris from streets and gutters within 45 working days on a rotating schedule
- Provide leaf collection every 3 weeks on a rotating schedule seasonally
- Provide passable street conditions during periods of ice and snow, covering all City streets within an 8-hour period or as storm allows
- Provide support to other divisions and departments with equipment and manpower as needed
- From Powell Bill funds, provide pavement maintenance to 130 miles of city streets, resurface approximately 16 lane miles of city streets annually, and perform road maintenance to 4 miles of gravel streets
- Provide yard debris collection weekly on same day as other collections
- Perform paving and patching of street cuts as a result of utility connections and service

Reduced Service Level:

- Eliminate loose leaf collection
- Eliminate limb and yard waste collection

Enhanced Service:

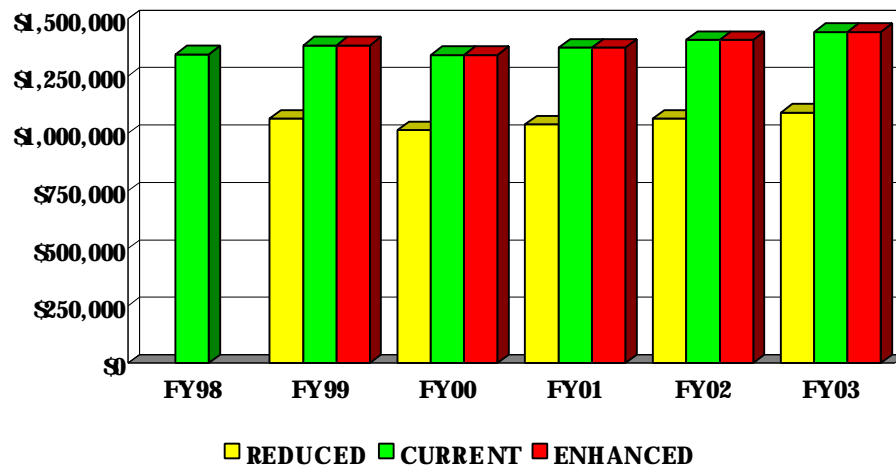
- Provide funding to increase sidewalk replacement
- Add streetsweeper to enhance removal of debris from streets and gutters within 30 working days
- Add asphalt truck and manpower to upgrade street maintenance operation
- Add backhoe to supplement equipment for construction/drainage crew
- Provide equipment and manpower to perform storm drain maintenance on a daily basis

PUBLIC SERVICES WASTE MANAGEMENT DIVISION

Statement of Purpose

To maintain a clean, healthy environment for the citizens of Salisbury through the regular collection, transportation, and disposition of industrial, commercial and residential refuse using an effective, efficient system of waste management and recycling.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide once weekly curbside residential garbage and trash collection
- Provide multiple commercial collection by City crews
- Provide one free private collection of each front-end container weekly
- Provide once weekly curbside recycling

Reduced Service Level:

- Eliminate free collection of each front-end container

Enhanced Service Level:

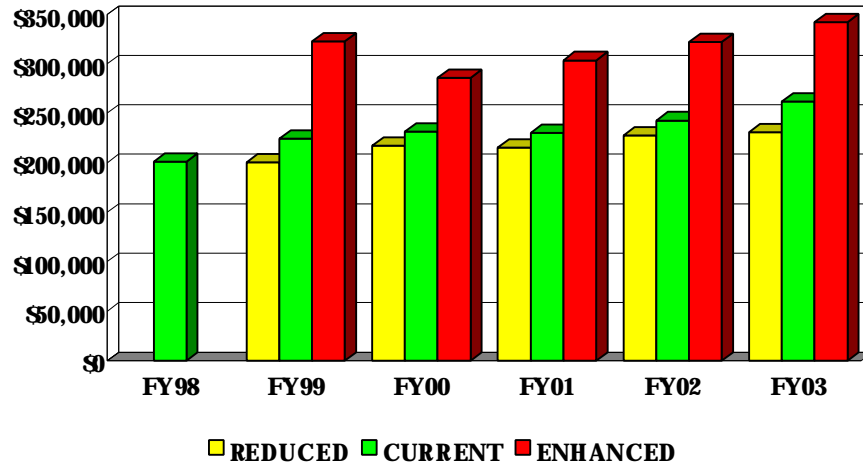
- No enhanced service level is proposed

PUBLIC SERVICES-CEMETERY DIVISION

Statement of Purpose

To operate, maintain and develop seven (7) cemeteries, three (3) active and four (4) inactive, as municipal burial grounds.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Offer for sale grave spaces in three of the seven municipal cemeteries
- Open 200 grave sites annually
- Maintain existing graves as required
- Mow all cemeteries weekly

Reduced Service Level:

- Eliminate grave site openings by City staff
- Eliminate sales by Cemetery Division (move to Finance)

Enhanced Service Level:

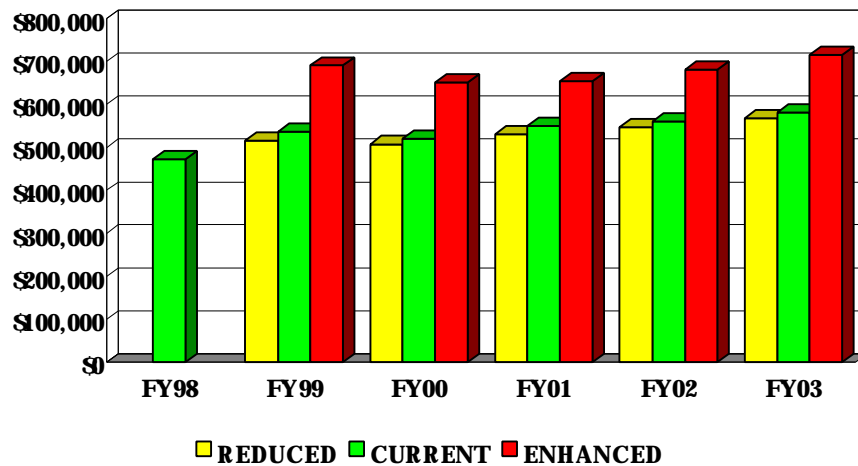
- Mow on four day cycle
- Add mowing equipment for additional personnel
- Increase number and scope of improvement projects at cemeteries

PUBLIC SERVICES-LANDSCAPE OPERATIONS DIVISION

Statement of Purpose

To provide a centralized resource for implementation of the City's Landscape Beautification Program and to carry out a regularly scheduled program of maintenance and general landscape work involving municipal parks and rights-of-way.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide mowing operations for 130 miles of street right-of-way every 14 to 21 days; approximately 200 acres of parks and open space and over 100 parcels of public property every 7 to 10 days
- Maintain landscape areas including trees, shrubs, turfgrass areas, and City facilities every 10 to 14 days
- Provide aerial lift truck for hanging flags, banners, Christmas decorations, etc.
- Facilitate goals/objectives of Salisbury Tree Board and Community Appearance Commission: plant 500 trees and complete 2 or 3 landscape projects annually
- Provide nuisance abatement; respond within 10 working days after receiving work order
- Perform tree safety maintenance along public rights-of-way and parks on a case by case basis
- Provide support to Street Division during snow removal and leaf collection
- Provide staff support to Public Services Director for special projects
- Provide maintenance for greenway every 10-14 days
- Provide maintenance for Eastern Gateway Park every 7-10 days
- Provide seasonal color change 4 times per year

Reduced Service Level:

- Provide mowing operations for street right-of-way every 21 to 28 days and parks, open space, and public property every 14 to 21 days
- Implement/maintain landscape areas every 14 to 21 days
- Plant 150 to 200 trees annually and eliminate landscape projects
- Respond to nuisance abatement within 15 days

Enhanced Service Level:

- Provide mowing operations for street right-of-way every 7 to 10 days and parks, open space, and public property every 5 to 7 days
- Implement/maintain landscape areas every 7 to 10 days
- Plant 700 to 800 trees and complete 3 to 5 landscape projects annually
- Respond to nuisance abatement within 5 days

Appendix 24

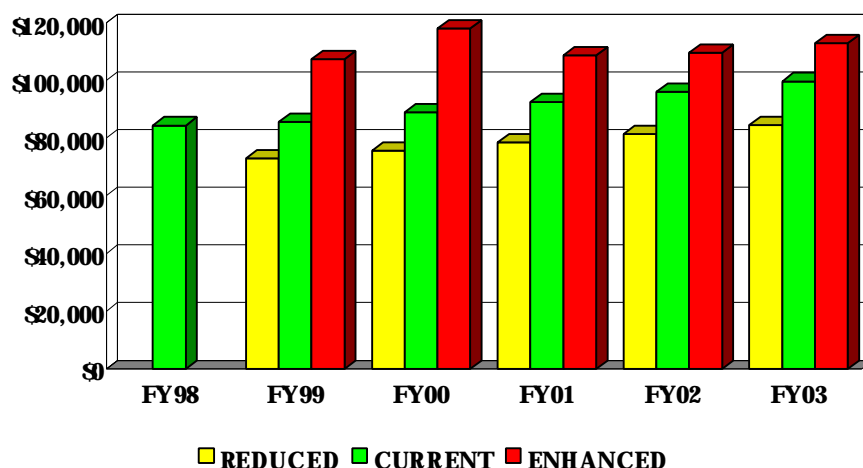
- Implement a systematic tree safety maintenance program

PUBLIC SERVICES LANDSCAPING-HURLEY PARK

Statement of Purpose

To maintain and further develop the 15 acre Hurley Park in conjunction with the J.F. Hurley Foundation and the City of Salisbury's Hurley Park Advisory Committee. Expenditures are shared 50% by the J.F. Hurley Foundation.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Maintain plant collections, trails, and display gardens daily
- Maintain records of daily park activities
- Apply agricultural chemicals seasonally, as needed, three to five times weekly
- Generate Hurley Park newsletter quarterly
- Administer and monitor park use
- Maintain structures, park furniture, and irrigation systems daily
- Locate and procure plant materials/supplies
- Facilitate goals and objectives of Hurley Park Advisory Committee within the context of the Hurley Park Master Plan: complete three special projects annually

Reduced Service Level:

- Maintain plant collections, trails, and display gardens one day per week
- Eliminate record maintenance
- Eliminate Hurley Park newsletter
- Maintain structures, park furniture, and irrigation systems weekly
- Complete one special project annually

Enhanced Service Level:

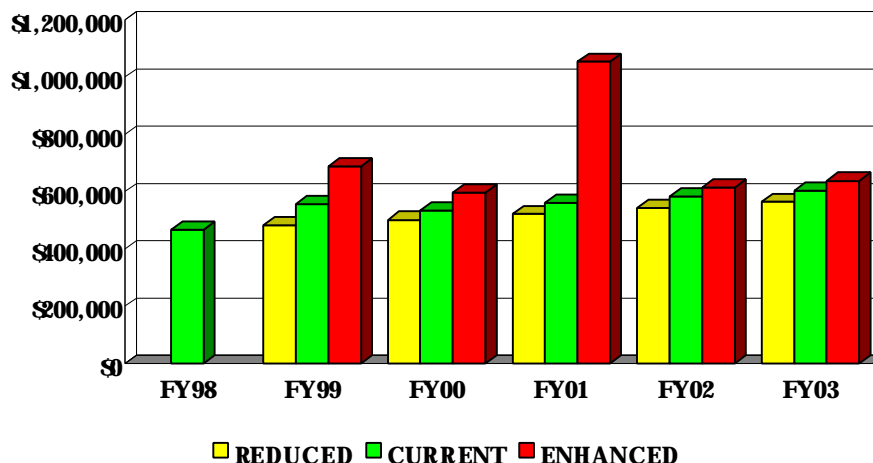
- Provide additional funds for park development
- Complete five special projects annually

PUBLIC SERVICES-FLEET MANAGEMENT DIVISION

Statement of Purpose

To provide a centralized resource for the maintenance and repair of City vehicles and equipment, including Transit System buses.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Repair and maintain the City fleet
- Provide a comprehensive preventive maintenance program for the City fleet
- Prepare vehicle modifications as needed
- Perform fabrication of specialized equipment
- Purchase off-road diesel fuel for the City off-road equipment
- Maintain the off-road fueling station
- Oversee the fuel distribution for the City fleet
- Review and assist in the development of vehicle specifications and make purchase recommendations
- Provide road service calls when needed
- Maintain titles and licenses for City fleet
- Rebuild vehicle components
- Provide parts and supplies for the City fleet and other divisions' needs
- Maintain all fleet records
- Provide fleet operator training when needed
- Maintain employee development through training
- Receive estimates and authorize the repair of all fleet wreck repairs
- Provide assistance to other departments/divisions as needed
- Provide special reports and projects as requested
- Continue implementation of Fleet Management computerization system to track Preventative Maintenance Program, equipment repair history, mechanic production, parts receiving, distribution and inventory control

Reduced Service Level:

- Longer vehicle/equipment downtime for maintenance

Enhanced Service Level:

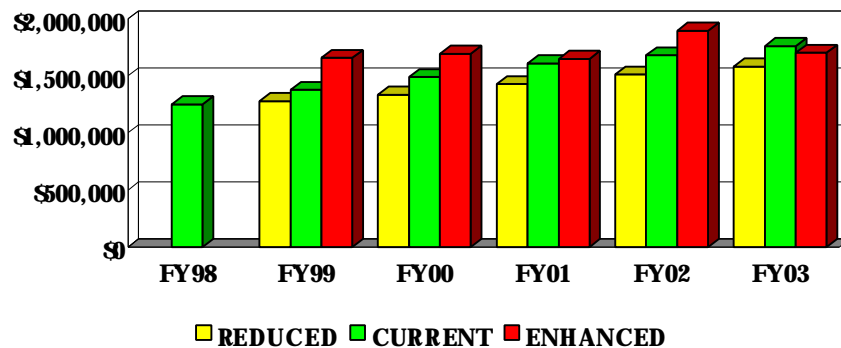
- Add Automotive Service Worker in FY 1999 to alleviate backlog of Preventative Maintenance Program and to assist mechanics
- Purchase additional shop equipment and tools

PARKS AND RECREATION DEPARTMENT

Statement of Purpose

To provide clean, safe, and attractive parks and facilities for the residents of the City of Salisbury. To conduct a comprehensive program to serve citizens of all ages, with a balanced quality leisure experience.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide administration, planning, and development of a comprehensive park system, quality leisure activities, and programming
- Provide comprehensive youth/teen programming in: athletics, craft classes, workshops, camps, playgrounds, and afterschool
- Provide comprehensive adult programming in: athletics, fitness, craft classes, life skills, and enrichment workshops
- Provide quality tennis programming for all residents
- Provide special events and services for the residents
- Provide Senior Citizen programming through support of the Rufty-Holmes Senior Center
- Maintain all parklands, facilities, and playground equipment for the safety of all participants
- Make available for public use Parks and Recreation facilities for community events
- Add Buildings and Grounds Maintenance Workers in FY 1999-01 to prepare for maintenance and operation of Salisbury Community Park

Reduced Service Level:

- Decrease number of Recreation Aides resulting in reduction of athletic programs, pool hours, and elimination of free playgrounds
- Eliminate permanent part-time Recreation Leaders resulting in reduction of hours of operation of Hall Gym, Miller Center, City Park Center and Civic Center

Enhanced Service Level:

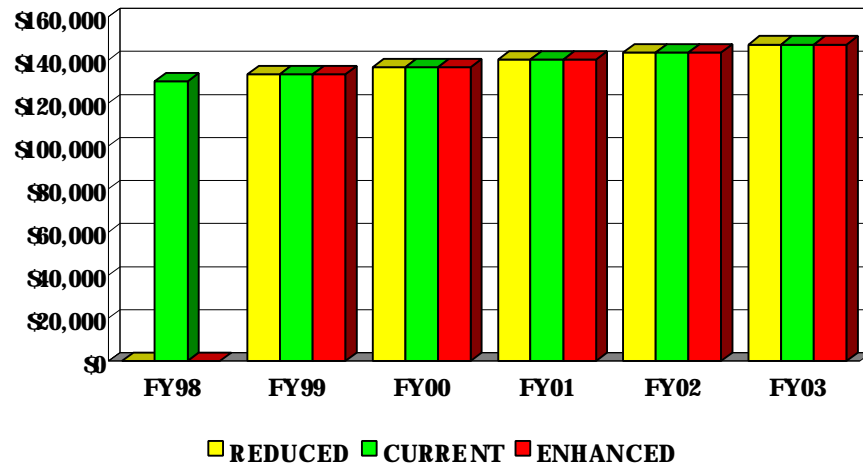
- Add two Recreation Aides to improve seasonal park maintenance services during peak summer season
- Add four Recreation Aides to increase neighborhood playgrounds at low or no cost and provide a mobile sports unit to visit each playground site

TRANSPORTATION

Statement of Purpose

To provide for funding the City's share of the City Transit System.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide City supplement to Mass Transit operations

Reduced Service Level:

- No reduced service level is proposed

Enhanced Service Level:

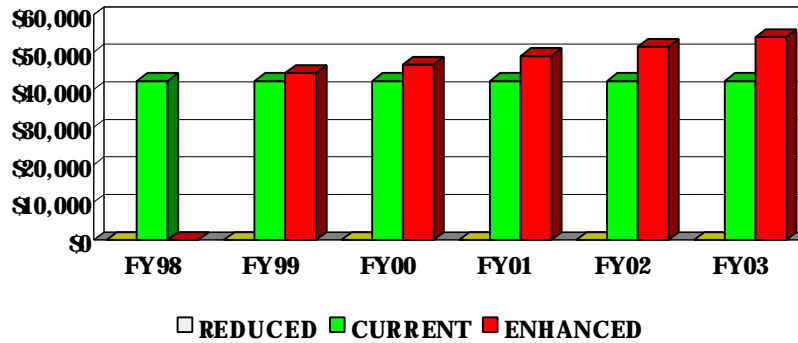
- No enhanced service level is proposed

EDUCATION

Statement of Purpose

To provide for funding the Supplementary Education System.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide a supplement to the Supplementary Education Center at historical level

Reduced Service Level:

- Eliminate any supplement to Supplementary Education Center

Enhanced Service Level:

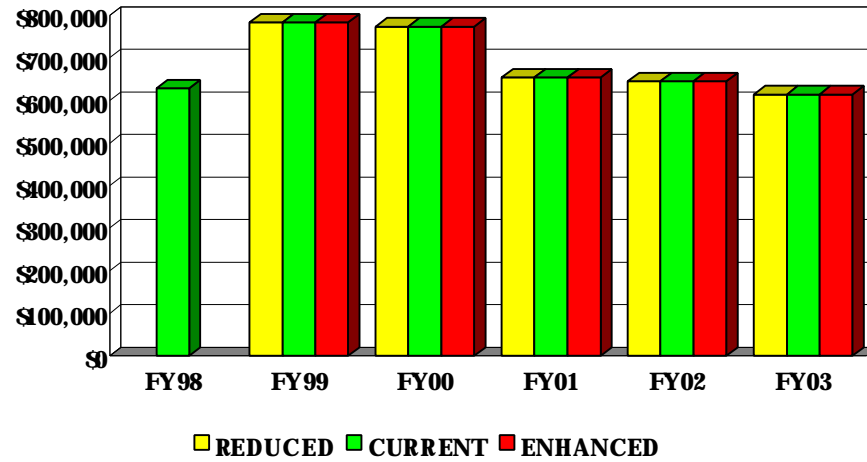
- Increase funding by 5% annually which could be used to enhance curriculum materials or special projects

DEBT SERVICE

Statement of Purpose

To provide for the payment of interest and principal payments on outstanding General Fund debt.

COMPARISON OF SERVICE LEVELS



Current Service Level:

- Provide funding for the existing General Fund debt service

Reduced Service Level:

- Same as current service level

Enhanced Service Level:

- Same as current service level